Military File

No. 51-04

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File No 51 of 1904-05

Compilation of Departmental Manuals

SECTION Final
FILE No. 51 of 04
SERIAL No.

File No 51 of 1904-05

Compilation of Departmental Manuals

Govt order No G 1987. 2019 / G. F 143-03-04 dt 11-10-04 issuing instructions on the suggestions of Mr V. R Thyagaraja Iyer in regard to the compilation of Departmental Manuals &

Submitted. Re 17/11/04

~~Draft putup~~. No manual for us

Submitted

Please see Para (a.24) page a. The Mil Regulations and Standing orders ~~will~~ have to be kept up to date by us. This is being done

Re 20/11/04

No 1637 dt 21-11-04 to Genl Secy.

G.R.S. 13]

2

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

G. M. 20 - 09-10

(Office Note)

(1) The Standing orders of the I.S. Lancers Parts-I & II are again proposed to be reprinted as the Inspecting Officer has made many amendments and alterations and the matter is receiving attention.

(2). The Mysore Military Regulations are being amended in the Legislative Branch and has to be reprinted when ready -

(3) The Inspecting officer has since prepared a draft of Standing orders for the I.S.T. corps after consultation with the Chief Commandant and this is being printed and proofs are being received

(4) The Chief Commandant has submitted a copy of Standing orders for the Mysore Infantry and this is in circulation.

(5) Another book called

N. B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

GPB—45,000—19-5-08

the 'Field Service Manual
in two parts for the
I.S. Lancers has been
printed as a "Provisional
issue" and a final
amendment is being
made and the books
printed.

J. R. Pain
24/7.

SECTION Sanit

FILE No. 51-04

Proceedings of the Government of His Highness the Maharaja of Mysore.

READ—

Letter No. 86, dated the 30th January 1904, from Mr. V. R. Thyagaraja Iyer, M.A., Assistant Secretary to Government on special duty, submitting the following memorandum on the subject of Departmental Manuals, etc.

Adverting to the concluding paras of my letters Nos. 56 and 68, dated 22nd October 1903 and 14th November 1903 respectively, I have the honor to submit a memo on the subject of Departmental Manuals and connected matters.

MEMO.

I. Departmental Manuals.

1. *How the subject of Departmental Manuals is related to the curtailment of Periodical Reports.*—The two subjects are related to each other in the following ways:—

(a) Where Departmental Manuals exist, the disposal of routine work in each office is rendered prompt and periodical lists of unanswered lists of references now ordered to be prepared can either be dispensed with or will become less bulky than they are at present.

(b) Where Departmental Manuals exist and are kept correct up to date by means of periodical supplements, it will be unnecessary to give *in extenso* in the annual Administration Reports the rules issued during the year and the Reports thus admit of curtailment. In explanation of statement (a), I may observe that about 80 per cent of the work of every office is routine work which is or ought to be capable of being disposed of by a straightforward application of the rules and information given in the Departmental Manuals. The other 20 per cent will consist of cases not covered by the existing rules or involving the exercise of special discretion and capacity on the part of the disposing officer, etc. In explanation of statement (b), I may note that in Appendices B18 and 19 of the Report on Public Instruction for 1901-02, certain rules passed by Government are set out *in extenso*. In my humble opinion all this is so much labour wasted, as no body will refer to the Report for studying the rules and as a brief reference to the rules would have sufficed for the purposes of the Report. There are of course other ways in which Departmental Manuals are useful, such as that they save the putting up in each case of spare copies of orders referred to and prevent officials from delaying papers in their search for precedents or references; but these uses have nothing to do with the curtailment of Reports.

2. *Existing rules on the subject.*—As may be expected, the subject is no new one. Paras 11 and 12 of the late Dewan's Memo, dated 6th April 1892, regulating the conduct of work in the Secretariat require that "Manuals where they exist or should exist should be periodically revised and published" and that each branch "must compile all amendments of standing orders and periodically (say once in half a year) publish them in the Gazette, Supplement." These rules, I need hardly say, have not been generally followed. Several reasons may be mentioned for the rules having been a dead letter; but it is unnecessary to refer to them. My present proposals aim merely at working out the above rules in sufficient detail and with reference to the practice prevailing elsewhere.

3. *What Manuals are necessary.*—The following are necessary:—

(a1) *The Mysore Code (consisting of enactments passed by the Legislating authority).
(a2) General Rules framed under Acts and Regulations and having the force of law.
(a3) †The Revenue Manual.
(a4) Manual of Revenue Accounts.
(a5) Village Officers' Manual.
(a6) Excise Manual.
(a7) ‡Forest Manual.
(a8) Forest Code.
(a9) Stamp Manual.
(a10) Muzrai Manual.
(a11) Local Boards Manual.
(a12) Municipal Manual.
(a13) Police Manual.

*This has been issued.
†Part I has been published.
‡The Forest Manual published in 1892 is out of date.

(a14) Registration Manual.
(a15) Jail Manual.
(a16) Criminal Rules of Practice.
(a17) Civil Rules of Practice.
(a18) Civil Account Code.
(a19) Treasury Manual.
(a20) Service Regulations.
(a21) Education Code.
(a22) Medical Code.
(a23) Public Works Department Code (including Irrigation and Railways).
(a24) Manual of Military Regulations.
(a25) Mining Manual.
(a26) Explosives Manual.
(a27) Manual of Plague Regulations.
(a28) Manual of orders of Government not included in the above Manuals.

4. *The agency by which the Manuals are to be compiled.*—In all cases where there is a Head of the Department, the Manual should be compiled by him. In all other cases, the Secretariat Department of Government should undertake the work. In the first case, there is the further question as to whether the Manual should be submitted to Government before issue. I think it will be sufficient if Government specify the subject-matter in the case of each Manual and allow the Departmental Head to compile it according to his best lights. If, however, there is any doubt or difficulty, he may be allowed to send the manuscript or proof copy for the approval of Government. In the second case, the Manual may be compiled under the orders of the Secretary to Government in the department concerned.

The "Revenue Manual" Part I, was compiled by me when placed on special duty for the purpose and my opinion, after this experience, is that the experiment of placing an officer on special duty for the purpose is not likely to be a success. I found for instance that some of the orders were conflicting with each other, that it was doubtful whether certain orders were in force, and that some were expressed with so little precision as to be incapable of being abstracted as a standing order. As an example of the last, I may refer to a typical instance in which a good deal of correspondence was read in the preamble and circulated to Heads of Departments for information and guidance. Moreover the compilation of a Departmental Manual presupposes the existence of a system of issuing general circulars divested as far as possible of reference to particular cases, tersely expressed and not conflicting with previous circulars. Except in the case of rules framed under the Regulations, such a system can hardly be said to be fully developed at present and hence my proposal regarding the agency by which the Manuals are to be compiled. Difficulties similar to those referred to by me in the compilation of the Revenue Manual can be satisfactorily solved only by the Head of the Department placing himself in communication with the Government; and the compilation of the Manual will thus be a natural growth, growing with the evolution of the system of issuing general circulars, the abrogation of obsolete and the reconciliation of conflicting circulars. Again the issue of periodical supplements is, under my scheme, as important as the issue of the Manuals and the former work can be undertaken only by those conversant with the latter work. Further, I find that most of the Departmental Manuals in the several Provinces of British India were compiled in the ordinary course of official work.

5. *Subject-matter of the several Manuals*—(*a1*) *Mysore Code.*—This has been already published; but it does not contain certain Acts and Regulations the revision of which is under consideration.

(*a2*) *Manual of General Rules framed under Acts and Regulations.*—This compilation will primarily be a *list* of rules framed under each Act or Regulation and will secondarily give *in extenso* the rules not published in *other* Departmental Manuals. There are similar compilations both in Bombay and Madras. This has to be compiled by the Legislative Department.

(*a3*) *Revenue Manual.*—This will consist of two parts; one consisting of the Regulations administered by revenue officers, Judicial decisions on the construction of the Regulations, the rules framed under them, and any discussions relating to the passing of the Regulations; and the other consisting of the standing orders issued by Government on revenue matters.

It may perhaps be urged that the first part is redundant, as the Mysore Code contains the Regulations in question; but the argument will not hold good, as the Revenue Manual should be in the hands of every revenue official from the shekdar upwards, while the Mysore Code is not and need not be supplied to subordinate revenue officials. Thus Part I will contain (a) The Land Revenue Code, (b) The Land Improvement Loans Regulation, (c) The Land Acquisition Regulation, and matters connected therewith and referred to above. The Central Provinces Land Revenue Manual contains in addition the Forest Act, but I think it unnecessary to include it, as, although revenue officers have certain duties in connection with the enforcement of this Regulation, the Forest Manual is the proper book to refer to. Part II will consist of the

(a28) *Manual of orders of Government.* (Not included in the above Manuals).—This will be a compilation of the standing orders on the following subjects :—

(1) Political (correspondence with officers of British India, etc.).
(2) Issue of stationery.
(3) Postal rules arising out of arrangements made by the State with the British Government.
(4) Travellers' Bungalows.
(5) Political Pensions.
(6) Weights and Measures,
(7) Relations with the Government Press.
(8) Local Service Examinations.
(9) Archæology.
(10) Rules under Arms Regulation.
(11) Extradition ;

and such other subjects as have not been treated in the above Manuals. There are similar compilations in the United Provinces, Burma and the Central Provinces. The arrangement may follow the order of subjects dealt with in the several branches of the Secretariat.

6. *How the Manuals are to be kept correct up to date.*—Equally important with the issue of Departmental Manuals is the issue of periodical supplements embodying the corrections and additions made from time to time, as the utility of a Manual diminishes with the lapse of time.

(a1) *Mysore Code.*—At the close of each year (calendar) the Legislative Department of the Secretariat may issue a supplement (of the same size as the Code) containing the Regulations passed during the year. Pending the issue of the supplement, the Gazette copies of the Regulations may be referred to by the officers.

(a2) *General Rules framed under Acts and Regulations.*—At present all rules framed under Regulations are published in Part III of the Gazette. They are however printed on both sides and cannot be cut and pasted into the respective Manuals. At the end of each calendar year a supplement to the "Manual of General Rules" may be issued by the Legislative Department of the Secretariat, spare copies of notifications publishing the rules being referred to by the officers till the issue of the supplement.

(a3) In the case of all other Manuals, amendments and addenda may be communicated to the officers concerned by means of proceedings. At the end of each year (calendar preferably) the Head of the Department or where there is no Head of the Department, the Secretariat Department concerned will issue a supplement as in cases (a1) and (a2). Every 10 years or whenever the Manuals become overloaded with correction slips, new editions will be issued.

7. *How far these Manuals may be sold to the public or candidates for the Local Service Examinations.*—The practice varies in the different provinces of British India ; but nowhere is the Forest Code sold to the public. The Code of Acts and Regulations and the compilation of rules framed under Acts and Regulations are everywhere placed at the disposal of the public. In the case of other Manuals, extracts of such portions as are prescribed for examinations are sold in Madras while in Burma and the United Provinces almost all the Manuals are sold to the public. If the proposals in para 14 (below) regarding the sale of official papers (placed at the disposal of the Press) are sanctioned, the Manuals need not be sold to the public except to the extent required for the purposes of the Local Service Examinations.

8. *How far the cost of issuing Manuals can be recouped by retrenchment in other directions.*—Till recently Volumes of Government Proceedings were issued to all officers up to the grade of Amildar, and even now are issued to Deputy Commissioners and Heads of Departments. If my scheme of Departmental Manuals is adopted, the circulation of these volumes beyond the Secretariat and the Residency will be unnecessary and the number of copies can be limited to this extent, all orders of a general character being issued in print at the time to all the officers concerned and periodical supplements of Departmental Manuals being issued. The number of copies of annual Departmental and General Administration Reports admits also of curtailment, as they are ephemeral productions and the number of copies at present printed seems excessive.

9. *How far these Manuals may be expected to bring about further curtailment of Periodical Returns and greater punctuality in their submission.*—In Government Proceedings, dated 25th June 1901, No. 17280-319—Mis. 4317, the Government as a preliminary to the curtailment of Reports called for statements of Periodical Reports and Returns. These statements were submitted after great delay by most of the Deputy Commissioners and Heads of Departments, the Deputy Commissioner, Bangalore District, not having submitted any statement at all. By the publication of Departmental Manuals one of the features of which will be a* chapter on the Periodical Reports and Returns of the Department (kept correct by means of periodical supplements), such statements from Deputy Commissioners and Heads of Departments will be unnecessary and it will be possible in future to abolish or curtail, *in the usual*

*A calendar of these may also be issued annually as is done elsewhere.

course of business, any periodical report or return with greater expedition than has been possible hitherto. The reductions and curtailments in periodical reports sanctioned or to be sanctioned by Government, as a result of my proposals, cannot be deemed final for all time to come and the rule in para 766 of the P. W. D. Code about the institution of a periodical examination of the matter is one which may well be extended to the Revenue and General Departments.

II. Selections from the Records of Government.

10. Closely connected with Departmental Manuals is the subject of "Selections from the Records of Government." These Selections will give the history of and discussions about, a particular measure or subject and will be of great use in the Secretariat when the particular measure or subject forms the subject of criticism, revision or reconsideration. The Selections regarding Kodigi Inams, excess in minor Inams and the constitution of the Dasara Representative Assembly were compiled, under my directions, for reference in the discussion of pending questions. There is great scope for such compilation in all Branches of the Secretariat and the work can be easily done in the ordinary course and, as regards printing, it is the sort of work to be sent to the Press when work is slack there.

III. Official Library.

11. There are of course official libraries attached to the Secretariat and other offices; but they rarely contain the books required. An annual allotment for the purchase of useful books—especially of Departmental Manuals and other official publications of permanent value (as distinguished from ephemeral publications) issued by the Local Governments in British India and of Parliamentary blue-books—is necessary and strict rules regarding the issue and return of books are also necessary. In the case of Manuals and other official publications of British India not sold to the public, arrangements may be made, with the help of the Residency, by which they can be made available for the use of the Secretariat. The absence of a comparative study in administrative matters often leads to the stereotyping of antiquated methods and a high level of efficiency is not likely to be maintained for any length of time if the Secretariat—which is the highest office in the State and should be a model to other offices—is not in touch with progress elsewhere.

IV. Selection and training of Clerks.

12. The general question is, I understand, under consideration in connection with certain proposals from the Revenue Commissioner and I limit myself in this place to certain points on which I can write from experience. Under Clause IV of * Notification No. 3, dated 12th April 1888, "no vacancies shall, as a rule, be permanently filled up by the admission of new men unless there has been duly published a notice giving at least 15 days' previous notice of their existence." So far as I am aware, this rule is more honoured in the breach than in the observance and if the rule is rather impracticable *as a general rule*, it would be better to amend it than allow it to be broken. Under the rules framed by the Government of India, two-thirds of the appointments in certain departments of the Secretariat are filled up by open competition, while the rest are filled up by nomination. Some such rule is more practicable than the above rule. Other points on which the existing rules are defective are (1) that they do not recognize the fact that the qualifications which would be sufficient in the case of a clerk, say in the Taluk office, may not be sufficient in the case of a clerk in the Secretariat, (2) that a period of probation is not laid down in the case of all newly appointed clerks and that no rules are laid down for their training in their duties during this period, and (3) that a test in precis-writing is not insisted upon in the case of clerks drawing not less than a * certain salary.

* Pages 23—24, Revenue Manual.

* Rs. 60 in Madras.

The test in precis-writing need not necessarily be in English but may be in Kanarese in the case of certain clerks. Having had to read the Kanarese reports of Taluk officers for a number of years, my opinion is that they are generally prolix and would improve if all the clerks in Taluk and District offices on their first appointment were made to pass a test in Kanarese precis-writing. The necessity of writing a precis in most of the appeal cases in the Secretariat is in part traceable to the prolixity of, and want of logical sequence in, the Taluk papers.

V. The necessity of framing some rules on the subject of the disposal of petitions by the Government and their subordinate officers.

13. A great deal of useless work is thrown upon the Secretariat and the officers of Government owing to the absence of rules on the subject. Thus petitions unstamped, or insufficiently stamped, or unaccompanied by the orders of the local authorities or complaining on matters in which Government cannot interfere or grant redress, anonymous and pseudonymous petitions, are frequently received and unless there are rules informing the public how petitions to Government should be submitted and in what cases they are liable to be rejected, it is hope-

No 1637
F. 57 of 04-05

SECTION mil
FILE No. 51-04
SERIAL No. mily

21 NOV 1904
MYSORE GOVERNMENT

From

Lieut. Col. R.G. Jones I.A.,
Military Assistant to the Govt of Mysore.

To

B.K. Venkatavaradaiengar Esquire.
Secretary to the Government of Mysore
Genl. & Rev. Departments
B a n g a l o r e.

Sir,

With reference to Government Order No G1981-2019 G.F.143-03-04 dated 11th October 1904 I have the honor to state that the Mysore Military Regulations and Standing Orders Part I have been issued and are at present in use with the Imperial Service Regiment.

Part II of the above orders has also been drawn up and the proofs have been referred to the Chief Commandar for opinion and necessary correction.

The Standing Orders for the Transport Corps will also be put in hand and compiled as soon as definite instructions are received from the Inspector General of Imperial Service Troops as regards the strengths of the Corps.

I have the honor to be
Sir
yourmost obedient servant.

R G Jones Lt.-Col.
Military Assistant.